
3G

Information

Professional Services Committee

Review of the English Learner Authorizations Structure

Executive Summary: This agenda item reviews the current English Learner authorizations structure and proposes a revised authorizations structure for the Commission's consideration. In addition, the English Learner Authorizations Advisory Panel proposes a recommendation to the Commission concerning the authorization for the new Single Subject Credential in World Language: English Language Development and provides information relative to Panel-recommended updates/modifications to current educator preparation program standards.

Recommended Action: For information only

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Strategic Plan Goal: 1

Promote educational excellence through the preparation and certification of professional educators

- ◆ Sustain high quality standards for the preparation and performance of professional educators and for the accreditation of credential programs

October 2011

Review of the English Learner Authorizations Structure

Introduction

This agenda item reviews the current English learner authorizations structure along with the structure adopted in October 2010, and proposes a slight revision for the Commission's consideration. In addition, in Part II of the item, the English Learner Authorizations Advisory Panel proposes a recommendation to the Commission concerning the authorization for the new Single Subject Credential in World Language: English Language Development. Part III of the item presents information concerning Panel-recommended updates/modifications to current educator preparation program standards.

Background

In February 2008, an initial stakeholder meeting was held to discuss the current credentialing system as it relates to preparation to teach English learner (EL) students. Subsequently the Commission established the 2009 English Learner Authorizations Advisory Panel, which met during 2009-10. The Panel made several recommendations to the Commission concerning suggested improvements in the preparation of educators to work with English learners which were adopted in September-October 2010 (<http://www.ctc.ca.gov/commission/agendas/2010-09/2010-09-2E.pdf>).

One of the recommendations put forward by the 2009 panel concerned the English Language Development (ELD) authorization that currently is earned by individuals completing a Preliminary Multiple Subject, Single Subject, or Education Specialist teacher preparation program. The panel concluded that the preparation provided to teacher candidates through SB 2042 teacher preparation programs was not sufficient to support an authorization to teach ELD as a separate content area for either multiple subject or single subject candidates. However, following Commission discussion and input from stakeholders, the Commission took action to adopt the recommendation to remove the ELD authorization only for single subject candidates, and to retain the full ELD authorization for multiple subject candidates (<http://www.ctc.ca.gov/commission/agendas/2010-09/2010-09-2E.pdf>; and <http://www.ctc.ca.gov/commission/agendas/2010-09/2010-09-minutes.pdf>)

Following further discussions and deliberations with the 2011 English Learner Authorizations Advisory Panel (Appendix A), which was formed to work on implementation of the recommendations adopted by the Commission, staff believes it is appropriate to raise the issue again concerning the ELD recommendation for both multiple subject and single subject candidates, and to revisit the English Learner Authorizations Structure adopted by the Commission in 2010. The 2011 Advisory Panel also requests that the Commission consider its recommendation for the proposed authorization scope of the new Single Subject World Language: English Language Development credential.

Statutory Requirements for Preparation to Teach English Learners

AB 1059 (Chap. 711, Stats. 1999) required the Commission to ensure that an accredited program of preparation satisfies standards for preparing teachers of all pupils including English language learners. The standards were developed based upon an independent job analysis of the Knowledge, Skills, and Abilities (KSAs) needed by all teachers for developing English language skills and took into account existing standards and test specifications for the CLAD Certificate. An examination route to fulfill the requirements of essential preparation to teach EL students was required. As of 7/1/2003, the law prohibits the Commission from issuing a preliminary teaching credential unless the standards and requirements established by the bill have been met or the teacher holds an authorization to serve English learners.

Education Code (EC) §44253.1 provides the legislative declaration that for EL students to have access to quality education, their special needs must be met by teachers who have essential skills and knowledge related to English Language Development (ELD). EC §44253.2 defines ELD instruction as follows: “Instruction for English Language Development’ means instruction designed specifically for limited-English-proficient pupils to develop their listening, speaking, reading, and writing skills in English.”

EC §44253.3 (a) states that the Commission shall issue an authorization for a teacher to provide instruction for ELD and also for Specially Designed Academic Instruction in English (SDAIE) “in the subjects and at the levels authorized by the teacher’s prerequisite credential”.

EC §44253.3(b) indicates that the minimum requirements may be met at the same time as initial preparation. EC §44253.9 states that the Commission shall promulgate regulations to clarify and make specific the requirements and authorization of credentials, certificates and permits established pursuant to the article. Title 5 §80015.2(b) provides the authorization for both the CLAD Certificate and the English learner authorization earned through completion of a teacher preparation program.

Part I: Discussion of Preparation and Authorization to Teach English Learners Embedded in SB 2042 Teacher Preparation Programs

At the time the SB 2042 (Chap. 548, Stats. 1998) teacher preparation program standards were being developed, the Advisory Panel appointed by the Commission sought to embed the preparation to teach English learners into the teacher preparation curriculum in order to meet the statutory requirement that the minimum requirements for earning the EL authorization would be met at the same time as initial preparation. A significant factor in the degree to which programs are able to embed preparation to teach English learners into the required coursework and fieldwork, however, is the statutory one-year limit for preliminary teacher preparation. Preparation to teach English learners is only one of many statutory and programmatic requirements that the preparation program must satisfy within the one-year “unit cap”.

The current SB 2042-earned EL authorization permits a candidate to teach both Specially Designed Academic Instruction within the content area of the prerequisite credential and English Language Development in self-contained settings, core settings and departmentalized settings. The current SDAIE authorization is restricted in statute to the “subjects and the levels authorized by the teacher’s prerequisite credential”. However, the current SB 2042 ELD authorization permits a teacher to teach ELD outside of the content area of the prerequisite credential and in

instructional settings that may be different from those authorized in the prerequisite credential; for example, an EL-authorized SB 2042-prepared multiple subject teacher could appropriately be assigned to teach a departmentalized ELD class at the high school level.

This situation has resulted in some unintended consequences that have implications for the academic success of English learner students. First, there is the issue of appropriate and sufficient preparation within SB 2042 programs to support the full ELD authorization for both multiple and single subject teachers. For multiple subject teachers, the SB 2042 preparation focuses to a significant degree on issues of language and literacy development, and multiple subject candidates have to pass the RICA examination, which concentrates specifically on content relating to literacy development for all students. This emphasis on literacy preparation at the elementary levels was one of the primary rationales the Commission did not accept the 2009 Advisory Panel's recommendation to eliminate the full ELD authorization for multiple subject candidates. However, although it may be reasonable to authorize a multiple subject teacher to teach ELD within self-contained classrooms, it is less justifiable for a multiple subject teacher to be authorized to teach a departmentalized ELD class at the high school level, as is the case with the current authorization structure. At the high school level, issues of language, literacy, and academic achievement across the curriculum relative to a wide range of English learners, from newcomer students with varying degrees of prior literacy and educational backgrounds to long-term English learners who have been in the U.S. educational system for their entire educational careers, are significantly different and more complex than at the elementary level for which these teachers have been prepared.

For single subject teachers, the Advisory Panel was also unanimous in its determination that SB 2042 preparation is not adequate to support teaching ELD in a departmentalized setting. Single subject teachers receive less training in basic literacy and reading skills, and they do not have to take and pass the RICA. There is a significant amount of complex content relating how to teach the English aural, oral, reading, and writing literacy skills needed by a wide range of English learners across the curriculum, as required by the ELD authorization, that single subject teachers do not receive in their preliminary teacher preparation. It is not reasonable to expect, for example, a teacher of Chemistry to also master the content needed to teach ELD in a departmentalized setting to the wide range of English learners described above in addition to the knowledge, skills, and abilities needed to teach his/her prerequisite content area of Chemistry. Single subject candidates are more likely to report that they feel less prepared or unprepared to meet the needs of the wide range of English learners in their classrooms, and their lack of strategies to meet the needs of this group of students is seen in their lesson plans and in their responses to the Teaching Performance Assessment with respect to adaptations for English learners. Finally, it is not clear that legislative intent was for the ELD authorization to be as broad in scope for both multiple and single subject teachers as was implemented in the SB 2042 authorization statements.

Proposed Revised English Learner Authorizations Structure

The 2009 recommendation adopted by the Commission would remove the full ELD authorization from single subject candidates and retain it for multiple subject candidates. The table below shows the current English Learner Authorizations structure and the revised structure adopted by the Commission in 2010.

Revised English Learner Authorizations Structure Adopted in 2010

Credential	Applicable Standards/Content	EL Authorization	
		Current	Revised
Multiple Subject	SB 2042 Multiple and Single Subject Teacher Preparation Standards (2001, rev. 2009)	SDAIE ELD	SDAIE ELD
Single Subject	SB 2042 Multiple and Single Subject Teacher Preparation Standards (2001, rev. 2009)	SDAIE ELD	SDAIE
Education Specialist	Education Specialist Preparation Standards (2009)	SDAIE ELD	SDAIE ELD
Designated Subjects	Career Technical Education and Adult Education Preparation Standards	SDAIE	SDAIE
CLAD (CTEL Program or exam)	CTEL (CLAD) program standards/examination content specifications (2005)	SDAIE ELD	SDAIE ELD
<i>Single Subject English as a World Language/English Language Development</i>	<i>New standards developed by the 2011 EL Authorizations Advisory Panel</i>	<i>N/A</i>	<i>SDAIE ELD</i>
<i>English Learner Specialist/Instructional Leader</i>	<i>New standards to be developed by the 2011 EL Authorizations Advisory Panel modeled on other specialist program standards</i>	<i>NA</i>	<i>SDAIE ELD</i>

Italic indicate proposed credentials and authorizations

The 2011 EL Advisory Panel believes the 2010 revision may be too severe with respect to single subject candidates and too encompassing with respect to multiple subject candidates by continuing to authorize the instructional settings of departmentalized ELD for these candidates. The Panel discussed the previously-adopted revised Authorization Structure (2010) at length and recommends a slight modification for the Commission's consideration. This modification would be to retain the ELD authorization for single subject teachers as well as for multiple subject teachers, but to restrict the ELD authorization for both multiple and single subject teachers to the content area(s) of the underlying basic credential. Thus, single subject teachers of Chemistry, for example, would be authorized to provide ELD instruction with respect to the content area of Chemistry, but would not be authorized to provide ELD instruction in a departmentalized setting. Multiple subject teachers would be authorized to provide ELD instruction in self-contained and core settings authorized by the prerequisite credential but not in a departmentalized setting.

A supporting rationale for this revised recommendation may be found in current statute and in expressed legislative intent. Since the authorization to provide SDAIE services is clearly tied in statute to the teacher's underlying prerequisite credential, it would be consistent with legislative intent and with the mission of meeting the needs of all of California's diverse students that the ELD authorization provided through SB 2042 teacher preparation programs also be tied to the teacher's underlying prerequisite credential. If the Commission were to adopt the modified revised scope for the ELD authorization, the English Learner Authorizations Structure would look like this:

EL Authorization Route	Proposed Scope of the EL Authorization
SB 2042 Multiple Subject preparation program	<i>SDAIE and ELD in self-contained and core settings</i>
SB 2042 Single Subject preparation program	<i>SDAIE and ELD within the content area(s) authorized on the credential</i>
Education Specialist with AB 1059 authorization	<i>SDAIE and ELD in self-contained or departmentalized settings for special education students with disabilities authorized by their credential and authorizations</i>
CLAD Certificate (Multiple Subject, Single Subject, and Education Specialist)	SDAIE and ELD in self-contained or departmentalized settings in grades Pre-K-12 and for adults
<i>Single Subject World Language: English Language Development Credential</i>	<i>SDAIE and ELD in departmentalized settings</i>

Italics= proposed

The proposed EL authorizations structure would then be consistent with the scope of preparation to teach English learners provided within SB 2042 teacher preparation programs. SB 2042-prepared multiple subject teachers would be authorized to provide SDAIE and ELD in their self-contained classrooms. SB 2042-prepared single subject teachers would be authorized to provide SDAIE and ELD in their specific content areas to English learners.

Consistent with long-standing Commission policy, if the Commission adopts the proposed revised English Learner Authorizations Structure, all current holders of a valid California credential and those earning a California credential authorizing English learner services until the cutoff transition date established by the Commission would retain their English learner authorization for as long as they hold their valid California credential.

In departmentalized settings, there would still be a considerable pool of teachers eligible to provide unrestricted ELD services. This pool would include but not be limited to teachers with a SB 2042 Multiple or Single Subject credential or with an Education Specialist credential that carries an EL authorization earned prior to the transition cutoff date, holders of a CLAD Certificate earned through a program or through the CTET examination, and teachers with the new Single Subject World Language: ELD Credential.

Next Steps Relative to the EL Authorizations Structure for Teacher Preparation

Based on Commission discussion, staff could prepare an action items for a future meeting. If, at a future meeting, the Commission adopts the proposed revised English Learner Authorizations Structure for Multiple Subject, Single Subject and Education Specialist teaching credentials, staff would begin the process of amending the applicable Title 5 regulations.

Part II: Proposed Authorization Scope for the Single Subject Credential in World Language: English Language Development (ELD)

As part of its work to implement the recommendations adopted by the Commission, the 2011 English Learner Authorizations Advisory Panel considered the issue of what the new Single Subject World Language: ELD credential should authorize an individual to teach. In many secondary schools, English Language Development is housed within the English department and these courses may qualify for purposes of meeting graduation requirements and/or for meeting university A-G requirements. In other secondary schools, however, these courses may be housed within the World Language department and these courses may also qualify for graduation credit and/or for meeting university A-G requirements. However, in accordance with California's NCLB compliance plan, teachers of core curriculum classes must be "highly qualified". The federal definition of a Highly Qualified Teacher (HQT) is threefold: teachers must hold at least a bachelors degree, be appropriately licensed by the state, and demonstrate subject matter competency. Thus, the teacher of English Language Development whose course carries English credit must be highly qualified in English; the teacher of English Language Development whose course carries World Language credit must be highly qualified in World Languages.

Because of this situation where the same course might qualify for credit within two different academic departments, and in order to allow maximum flexibility to employers as well as credential holders for employment and assignment purposes, the Panel has developed Subject Matter Requirements (SMRs) that would be sufficient and appropriate for teaching ELD within the World Language department as well as both ELD and English within the English department. Therefore, the Panel recommends to the Commission that the new Single Subject World Language: ELD credential should authorize the holder to do all of the following: (1) teach departmentalized ELD as a World Language (2) teach English as a departmentalized subject area; and (3) provide ELD and SDAIE instruction in the content areas of any additional teaching credentials or authorizations held. The Single Subject credential would carry the dual subject area authorizations of English and ELD as a World Language, with the intent that the holder of this credential would meet Elementary and Secondary Education Act (ESEA) highly qualified teacher subject matter competency requirements for both English and World Language. The ESEA requires all teachers of core academic subjects to demonstrate ESEA teacher quality compliance.

Next Steps Relative to the Authorization for the New Single Subject World Language: ELD Credential

Based on Commission discussion, staff could prepare an action item for a future meeting. If at a future meeting, the Commission adopts the recommendation of the English Learner Authorizations Advisory Panel concerning the authorization scope of the new Single Subject World Language: ELD credential, staff will continue to incorporate all of the proposed SMRs which address regular Single Subject English along with ELD into the new CSET World Language: ELD subject matter examination and within the subject matter program standards for Single Subject World Language: ELD preparation programs. The SMRs for the new CSET World Language: ELD subject matter examination are scheduled to be presented to the Commission later in 2011.

Part III: Panel-Recommended Updates/Modifications to Current Educator Preparation Program Standards

As indicated in the update on the Panel's work plan provided in Agenda Item 3F, the panel has now finalized suggested revisions and/or updates to the array of educator preparation standards, including but not limited to the Multiple and Single Subject Preliminary Teacher Preparation Program Standards, the General Education Induction and Clear Credential Program Standards, and the Education Specialist Program Standards, and the set of California Teachers of English Learners (CTEL) Knowledge, Skills, and Abilities (KSAs).

The purpose of reviewing all these program standards was to assure that each set of standards represent current research and thinking in the field. Some of the standards may contain outdated concepts and research, and some may not include the full range of content appropriate to prepare an educator of English learners. It is vital that the Commission's standards represent the most current principles and practices in each credential area in order to assure that California's educators can effectively meet the needs of English learners. However, even with the proposed updates and/or modification to the Multiple and Single Subject Preliminary Program Standards and the Education Specialist Program Standards, the Panel affirms that this preparation is not sufficient to authorize departmentalized ELD for holders of these credentials following the transition cutoff date to the new EL authorizations structure.

Pursuant to Commission direction, the original plan had been to forward the EL Panel's suggested revisions and updates for all of these standards to the new Teacher Preparation Advisory Panel (TAP), which is tasked with looking across all of the program standards through the lens of the Learning to Teach Continuum. However, the work of the new TAP Panel has been delayed in starting until January 2012, and its work will continue throughout 2012, with recommendations being made to the Commission in 2013. Given this situation, it is likely that no change in preparation to teach English learners would occur in educator preparation programs until at least the 2014 school year at minimum.

The EL Panel strongly feels that preparation to teach English learners is a critical need area that should not wait an additional minimum of three-four years to be improved. The following potential options are presented for Commission discussion and staff direction:

- The Commission could choose to maintain the current plan of forwarding the EL Advisory Panel's recommended standards changes to the TAP Panel and waiting for the TAP Panel recommendations to be brought back to the Commission.
- The Commission could choose to review the EL Advisory Panel's suggested standards revisions and updates and adopt revisions/updates for implementation by preparation programs independent of the work of the TAP Panel. Within this scenario, programs would respond to the revised/updated standards when they next submit documents for Program Assessment within the Commission's seven year accreditation cycle, and the CTET examination would undergo updating.
- The Commission could choose to review the EL Advisory Panel's suggested standards revisions but take no action at this time beyond asking all teacher preparation programs to review the language and consider it as best practice until the TAP panel completes its work.

Next Steps Relative to Teacher Preparation Standards Updates/Modifications

Staff seeks direction as to which option, if any, presented above for moving forward with the draft revisions to the Teaching Credential Program Standards the Commission would like staff to pursue.

Conclusion

After the Commission discusses the topics raised in this agenda item, staff seeks direction on each of the three parts of the agenda item. Once the Commission has provided direction, staff will continue working with the EL Advisory Panel to ensure that all educators are prepared to work with English learners.

Part I: English Learner Authorizations Structure for Teacher Preparation: Should staff move forward with an action item on the proposed scope of the English Learner Authorizations Structure as presented on page 5 of this item?

Part II: Authorization for the New Single Subject World Language: Should the new Single Subject World language: ELD content area authorize teaching the content areas of both English and World Language?

Part III: Teacher Preparation Standards Updates/Modifications: How should staff move forward with the proposed updates/modifications to the teacher preparation program standards addressing the preparation of individuals to teach English learners?

Appendix A

English Learner Authorizations Advisory Panel (2011)

Panel Members	Affiliation
1. Marianna Vinson	ACSA – San Jacinto Unified School District
2. Magaly Lavadenz*	AICCU – Loyola Marymount University
3. Maggie Beddow	CATESOL – CSU Sacramento
4. Pansy Ceballos*	CCSESA – Tulare County Office of Education
5. Myron Berkman*	CFT – Berkeley High School
6. Jose Moreno	CSBA – Anaheim City School District
7. Zulmara Cline*	CSU – CSU Chancellor's Office
8. Blanca Anderson	CTA – Red Bluff Union Elementary School District
9. Cheryl Forbes*	UC – UC San Diego
10. Carol Anderson-Woo*	Tracy Joint Unified School District
11. George Bunch	UC Santa Cruz
12. Shirley Day*	Poway Unified School District
13. Patty Dineen-Wehn	Sonoma County Office of Education
14. Janet Eyring	CSU Fullerton
15. Elizabeth Fralicks	Fresno Unified School District
16. Barbara Hernandez*	Orange Unified School District
17. Sharon Lazo-Nakamoto*	Long Beach Unified School District
18. Grace Lee*	Chino Valley Unified School District
19. Edwin Lim	Bonita Vista HS/Sweetwater Unified School District
20. Anthony J. Martinez*	Antelope Valley UHSD
21. Devra Miller	San Mateo Union High School District
22. Nicole Naditz *	San Juan Unified School District
23. Magdalena Ruz Gonzalez	Los Angeles County Office of Education
24. Duarte M. Silva*	Stanford University
25. Linda Ventriglia-Navarrette*	National University

** indicates returning panel member from the 2009 English Learner Authorizations Advisory Panel*

Liaisons to the Panel	Affiliation
1. Irene Oropeza-Enriquez*	Commission on Teacher Credentialing
2. Dianna Gutierrez	California Department of Education

Commission Staff to the Panel	Division
1. Lourdes Aguirre	Certification, Assignment and Waivers
2. Paula Jacobs	Professional Services
3. Phyllis Jacobson	Professional Services
4. Claudia Lockwood	Professional Services
5. Roxann Purdue	Certification, Assignment and Waivers